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ABSTRACT

This document reports on the discussion conducted at a seminar in Strasbourg on local development, with particular reference to local development officers in European countries. Of specific interest to the conference participants was the importance of the local and regional dimension in adult education and the latter's contribution to general development. It was conceded that none of the countries represented had a properly constituted corps of local development officers with a clear status and function, but there was agreement on the future need for such officers. After wide-ranging discussion, a definition of "local development officer" was reached. The seminar recognized the necessity of close collaboration in regional and local planning between economic and planning agencies and their social and education counterparts, with adult education necessarily regarded as a full associate. Finally, there was insistence on the value of suitable training in development and local and regional planning, not only for adult educators but also for other teachers and officials. Recommendations for the future were made. In addition to the summary of the seminar discussions, the document contains individual conference papers. The papers cover adult education, regional planning, and local development officers in France, Belgium, Portugal, and Turkey. A list of participants and a copy of the program also is included. (KC)

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COUNCIL FOR CULTURAL CO-OPERATION

"Contribution of education and training to local development: local development officers (background, role and training)"

Seminar organised by the Council of Europe and the "Agence Nationale pour le Développement de l'Education Permanente" (ADEP)

Strasbourg, 5-7 November 1980

REPORT

CE 029 607

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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A. INTRODUCTION

As part off the CDCC's Development of Adult Education project, the Council of Europe combined with the Agence pour le Développement de l'Education Permanente (ADEP, Paris) to hold a seminar on local development with particular reference to local development officers.

The seminar was not an isolated event, but one of a number of activities gradually implemented since 1977 within the European network of interaction projects.

The importance of the local and regional dimension in adult education and the latter's contribution to general development have been highlighted thanks to frequent contact between practical experiments (inter alia the Sardinian centres for popular education - particularly Santulussurgiu) and the development projects in the Salerno area of Sicily, the Southern Alps and Upper Provence (France), the Mogadouro region of Portugal, at Liège (Belgium) and at Aichfeld-Murboden, Styria (Austria).

From observation of these practical ventures, it became evident that adult education could play an increasingly active role in operations to develop given geographical areas.

One must of course beware of supposing that adult education is the answer to development problems. It is only part of the answer, albeit (and this is what is new) a necessary part as far as it goes.

The following report presents highly diverse contributions to the discussions. They reflect aspects of the research currently under way - without any prior consultation between the various projects - in a great many CDCC member countries.

The Council of Europe Secretariat wishes to thank the various French authorities which contributed to the success of the seminar, whose impact on future work will be considerable.

B. OUTCOME OF THE SEMINAR

by

Mrs Dupon and Mrs Orr (ADEP, Paris)

1. Main discussion points

Depending on national policy and on the economic (and socio-cultural) situation in the geographical area under consideration, two main local development patterns are possible.

a. First there are the countries with a downward-operating system of economic development planning calling for co-ordination at three levels:

- co-ordination between economic planning agencies at the various decision-making levels (national, regional, district, local);
- a concerted attack on the social repercussions of this planning (linking of economic, social and educational policy);
- organisation of popular participation in decision-making.

This co-ordination is needed for successful economic planning, though it is not the same thing as local development.

Local development is the alignment of national policy, within a geographical area (on a sectoral basis, but harmonised by the planning system), with local needs and plans. Hence, the necessity for local co-ordination, both horizontally and vertically, by development officers.

Local development schemes will have to make allowances for the fact that they are dealing with areas:

- either directly affected by major, central planning decisions;
- or bypassed by state initiatives and remaining under-developed in relation to surrounding areas.

Schemes will also vary according to whether areas (rural or urban) exhibit community spirit rooted in a common history, a cultural identity, or lack this social and cultural under-pinning. Whatever the type of area, the aim should be a project based on the elimination of social, cultural, geographical, economic and other inequalities.

b. Secondly, there are the states without any national economic planning framework. Here, too, there will be some areas that attract industry (eg multinationals), in which case local development will involve alignment of the industrial investors' policy with local needs.

And here, too, some areas lacking minimum community spirit as defined above will have difficulty in planning development.

In intermediate areas, development may involve catering for local needs, economic, social and educational. In due course, the sum total of these local projects will form the development plan for a wider area or region (cf Portugal).

In this second pattern, the lack of political will and support at central level is often experienced as a serious impediment to the implementation of local schemes.

Conclusions

a. Whether development is centrally or locally instigated, the local community is bound to have to engage in negotiations sooner or later: "it is always outside arbiters who select or discard local proposals";

b. Local development is seemingly not reducible either to economic development without social regulation, or to cultural and social development regardless of economic considerations. It must seek to eliminate disparities;

c. Although most countries seem to accept the need for a local co-ordinating agency, there is resistance from sectoral structures defending their powers and territory. Hence, the view expressed by some countries, that installing local development officers as "co-ordinators" is unrealistic;

d. What needs to be established is:

- What kinds of knowledge and expertise do local development officers need to fit into a constantly evolving socio-economic context?

- What kind of organisation do they need around them?

2. Issues raised during the discussions

We felt we must list, briefly, the main issues and subjects tackled in group sessions, so as to give a better idea of their wealth and variety, and at the risk of being repetitive.

We shall omit the background discussion concerning the definition of what is meant by planning, development and local development; we have tried to summarise the main points in section 1, above.

The following seem to be the questions which arose with regard to "integrated" local development schemes:

- Who instigates them?

  Are schemes the result of deliberate planning or of organised active social demand? How much local organisation is necessary to ensure success? Even without overt mobilisation of the community, is it fair to say that in "problem" areas, pointers to need are available (lack of schooling, lack of qualifications, unemployment, delinquency, etc)? Lastly, although there are question marks against the community's room for manoeuvre, seemingly greater in the social than in the town-planning (1) and economic spheres, there seems to be agreement on the need for a combination of purposeful action set in motion by an organised group (pressure group, university group, etc) or by the state and militant action, however

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(1) Pace the example of Alma Gare (Roubaix), where the community, having waged a fifteen-year, ultimately successful, battle against the destruction of its neighbourhood, is embarking on a review of its social organisation.

halting. A final point is that militants must work with (but oversee) professional advisers, lest disillusionment and failure lead to hostility and retrogression.

- What are the main functions of the officers operating these integrated local development schemes?
What abilities must they possess?

The development officer has to be a capable organiser with the ability to mount a specifically multi-phase operation (setting up a base - identifying needs - informing/activating the community - establishing a development project and a variety of associated sub-projects - implementation - evaluation).

He is seen as a co-ordinator, who knows his community, must be able to instigate community projects, has his ear to the ground and possesses institutional contacts. His co-ordination job is thus a full-time one geared to producing an educational-cum-developmental blueprint. He can also be said to have a dual function as a social ("darning the social fabric") and economic repair man.

At this point a number of questions arise:

. Are we really talking about development officers? Or (because of the choice of case studies, all of which concern economically and socially underdeveloped areas) about social crisis managers?

. Will there not be difficulty financing a function which implies criticism of existing institutions insofar as it highlights the mismatch between social demand and the traditional systems of response?

. Is the development officer a state official or a champion of the community? Should he be a newcomer who learns the local context or an insider who learns the external context?

. What tools must he equip himself with, or have at his disposal, in order to solve the problems of populations which are socially and economically marginal?

Some participants make the point that, without any attempt to fudge the employment problems in the process, the situation has to be seen in dual economy terms, with a production sector which is automating and incorporating advanced technology alongside a "third sector", ie a relatively unproductive, subsidised sector able to accommodate marginal populations. The services in demand then have to be identified (collective and neighbourhood commercial/small-scale production facilities) and training systems set up, mainly to enable job-seekers to create co-operative structures providing the desired services. At the same time, more traditional training schemes (pre-training, vocational training) are needed, with considerable scepticism about the social returns (in view, for example, of ZUP No. 1, Marseilles, where employers lack the capacity to absorb a tenth of trainees graduating from schemes, and the jobs created are, moreover, non-local).

- What sort of organisation is needed for the officers to perform their function?

The following are thought to be the requirements:

. Officers should form versatile teams combining a variety of attributes, some members being more at home in negotiations with institutional agents, others in collaborating with local agents and the community at large;

. they should be "supervised" by a political body responsible for a project;

. they should be assisted by some agency with the "expertise" to help them with project implementation and with their own training;

. there should be meeting and discussion centres to assist collective self-training.

- What training provision is needed?

Since the main training needs to concern practicalities, training should accompany rather than recede work in the job. In general terms, training can be said to have two possible aims:

. to train officers to organise specific schemes (short, "a la carte" modules);

. to enable them to make a total assessment of their activities ("think about what they are doing")

Lastly, it is pointed out that training must also be aimed at those with whom the development officers have dealings - councillors, technicians, civil servants, social workers, teachers.

- Where does educational planning fit into the picture?

Should it always be integrated with a socio-economic development scheme, or kept separate? Should not educational planning do something about tuning in to the needs of social categories overlooked by an educational apparatus traditionally monopolised by more "obvious" middle-class demand?

A central concern with development problems should promote rather than exclude this challenging of the educational apparatus, enabling plans to be made to cater specifically for a section of the community which has slipped through the educational net.

The urban group stressed that it had concentrated on poverty-stricken neighbourhoods and economically-depressed urban areas rather than general municipal policy, the municipality in this context being the locus for an experiment in economic, social, cultural, etc, organisation. This lies ahead.

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It was also hoped that the discussions would be followed up by a seminar focusing more sharply on development officers themselves.

Lastly, it was pointed out that the discussions had mainly been about France and that the types of link between education and development were bound to vary from country to country (section 1). In Denmark, for example, national regulations governing the various sectors (unemployment, etc) seem to be an insuperable barrier to co-ordination.

3. Specimen training course for development officers presented at the seminar (for further details, see Appendix VII)

The location is the Aquitaine region, France, with a population of two and a half million inhabitants, half of whom live in rural areas or small towns. In 1976, the regional councillors decided to adopt a policy of development contracts with the rural areas with a view to stabilising their populations. This coincided with the start of the economic crisis and the region's financial allocation to the local authorities was accompanied by research and education grants to stimulate active community participation in local development.

It was quickly perceived that at the proposals stage, councillors and social practitioners were calling in a variety of local development agencies (chambers of trade, commerce, etc, education and health services, rural advisers), a whole stratum of intermediaries and specialists at the interface between community needs and the centres of decision-making.

These officials therefore had to become educational auxiliaries, to encourage local involvement and shepherd the local community along. This led to the idea of bringing these officials together, co-ordinating their work and giving them additional training.

In 1978, the Regional Committee made a sum of money available for a series of training seminars and a suitably qualified regional body was sought to take charge of the training (AFMR) (1).

Course content dealt with three aspects:

- the institutional framework of local development in France and Aquitaine,
- the methodology of local project planning,
- the role of education and educational auxiliaries in local development.

The approach was based on analysis of the various French experiments. The first was a book by the participants suggesting new and improved methods of developing Aquitaine. It was submitted to the regional authorities.

In general, the outcome of this training and encounter experiment with regional development officials has been positive: it has undoubtedly helped to produce a more effective, more informed network of development officers, whose areas have been found to produce a higher standard of development project.

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(1) Association de Formation en Milieu Rural, Etcharry, Pyrénées Atlantiques.

Certain problems remain:

- few representatives of local branches of government departments attend this type of course, which makes the interface between government departments and local agents a potential trouble-spot;

- structures are wary of this type of "horizontal" group, for each is jealous of its prerogatives and operational domain. Co-ordination remains a problem, although a prerequisite, as has been noted, for overall local development.

4. Main conclusions

a. The link between educational schemes and development must be analysed in greater depth on the basis of concrete examples (notably as regards planning for a change of direction towards educational systems catering for the underprivileged).

b. There should be more accurate categorisation of development officers and of the functions they have to perform:

. linking central government economic planning with community needs ; the importance of the function of information, counselling and guidance has been emphasised ;

. liaising between institutions.

c. It may be both premature and pointless to detail the content and type of development officer training required. The two key aims are

. general job-orientated training;

. flexible "à la carte" courses.

d. There must be dialogue, seen to be of mutual benefit, between countries with an adult education tradition and those still forging one (ie northern and southern Europe respectively).

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C. REPORT OF THE WORKING GROUP ON URBAN ENVIRONMENT

by Mr Dominique Paillard

1. General background

What is referred to here as "local development" means both the definition over a zone of a development project covering the different activity sectors (economic, social, cultural) and the establishment of an educational policy that will make for realisation of that project.

The discussion becomes ambiguous because the training staff present find it easier to talk about their educational projects and how they are progressing, than the way they tie in with a more comprehensive development project, of which they are only a part, for a number of reasons:

- a reluctance to give credence to the idea that training is able to resolve problems, particularly economic problems;
- shortage of planning tools on the micro-regional scale;
- determination to proceed pragmatically, first by organising concrete activities as a means of obtaining professional experience in adult education and educational planning within a certain area (calculating the capacity of educational establishments, etc), and then gaining recognition and becoming integrated in planning bodies with a broader ambit;
- anxiety not to create an illusion about the possibility of influencing local development, whereas generally speaking (and in the most favourable hypothesis) what is involved is a reaction to under-development planned on the macro-economic scale.

It is not possible to refer to development projects in the same way when they relate to zones having different features, which can be said to fall into two principal categories:

a. zones with a common past, and a certain sociological coherence, where all that is needed to counter certain phenomena which are jeopardising their identity (deterioration of housing with the possible disappearance of a district, economic depression resulting in an exodus to the main urban centres, etc) is a virtually spontaneous harnessing of energies;

b. zones having undergone urban transformation or having sprung up within the arrival of radical heterogeneous populations that are marginal both socially and economically (ZUPs - zones with priority for town planning purposes, certain new towns, ancient districts that have fallen into disrepair, etc), where a "destructured" population puts up with the situation in which it finds itself without any hope of an improvement.

These populations are confronted by a two-fold process of marginalisation:

. firstly, their dwelling places are relegated to areas situated outside traditional towns and are always badly or poorly equipped, and

. secondly, their professions and the economic environment in general are not considered when changes occur in the organisation of economic production (advanced new technologies, etc).

Thus, one observes an increasing disjunction between a production mechanism which is more and more turned towards internationally competitive sectors, necessitating an increasingly higher qualification level and leaving the populations of impoverished districts incapable of integrating themselves into these new processes of production.

Given the ambiguity referred to above, discussion has tended to concentrate on setting up educational schemes covering a territorial zone, rather than on the definition and establishment of a genuinely integrated development project.

Phases: identification of a number of moments, not necessarily in chronological order, the method to be employed being systematically a research-action method:

- Phase 0: Identification of an intermediary structure which will determine objectives to be achieved, target publics and the method to be employed.

- Phase 1: Analysis of needs, with establishment of structures responsible for creating awareness and collating information through intermediaries whose listening skill is the essential guarantee of the success of the operation.

- Phase 2: Setting in place training schemes.

- Phase 3: Assessment, which at any stage can question the way the scheme is being conducted and the general objectives of the educational project.

2. Local development officers

There are two types of local development officers:

- natural leaders of the population or those who give rise to projects;

- those who co-ordinate the different projects as a part of local planning.

Depending on the type of zone (see above), either officers in the first category will carry out organisation among themselves independently, possibly calling for sporadic co-ordination, or full-time and permanent officers in the second category will seek to identify intermediaries, to detect projects and put schemes in hand. In this case, a representative political body will have to supervise their power and legitimise their function.

3. Functions

a. Political negotiation (government departments, (town or county) councillors);

b. Knowing who does what (so as to be able to approach the right people);

c. Diplomacy;

d. Imagination (new answers for new problems);

e. Representation;

f. Interpreting (needs, expression, etc);

g. Acquiring the logic, practices of ideology;

h. Managing a budget structure;

i. Running meetings.

These are functions which are common to all responsibility structures, the specific function being one that could be described imaginatively as "repairing the social fabric" or "gingering up the institutions".

6. Training

The concept of a team in which different skills are brought together seems essential, given the need to gain the recognition of the authorities, on the one hand, and the public on the other (different status implying different university or vocational courses).

It may be that it is impossible, as a preliminary, to talk about standardised training when even the function is far from seeming desirable to the different institutional representatives likely to finance this kind of activity - or when it may appear to challenge the manner in which it is customary for them to intervene.

This much having been said, it is important to stress that whenever possible it must not be a preliminary to the organisation of action, but must rather be an accompaniment. It may take a variety of forms:

- short training units connected with precise schemes;

- general study of all approaches used, emphasising two short-comings: external contributions in the fields of co-ordination pedagogy and confrontation pedagogy.

Emphasis has been placed on the need for a body providing technical assistance to encourage the formation of new groups and exchanges which are certainly a vital factor in the continuing training of officers of this kind.

D. REPORT OF THE WORKING GROUP ON RURAL SETTINGS

by Mr Vernon Smith

1. Introductory comments

Development implies a process of change and adjustment - a process that requires people to change.

Adult education is concerned with the development of people.

Local development is understood to include more than economic development; it also includes social and human aspects.

Training for local development officers will include many other things apart from adult education knowledge and skills.

Local development officers may include many different kinds of specialists - educators, agriculturalists, engineers, planners, health personnel, etc. These may all make a contribution both to development planning and to the training and animation of members of the local community.

Rural areas may have special problems relating to:

- the scattered nature of the population;
- the large number of older people in the population;
- the differences of values and culture in some isolated communities compared with the values and culture of modern urban life.

2. Development planning and the development process

a. Not all states have a national framework for development planning. In some countries, responsibility for planning is at local level. In other countries there is no official responsibility for this "planning" function. But local municipalities or other local organisations became involved in planning certain kinds of activities on their own initiative. We should distinguish, therefore, those countries with official planning structures and those without - but everywhere some planning takes place de facto and development occurs (even if in an unco-ordinated manner).

b. In some cases, development projects are initiated at local level by local people; in other cases, initiatives and plans come from the state machinery (in its local manifestation). In yet other cases, planning and activity at local level is directed against the state (eg in reaction to unwelcome proposals for the building of a nuclear power station).

c. It is important to distinguish between the processes involved in formulating and discussing plans (ie "planning") and the processes involved in carrying those plans into effect (ie "implementation" or action).

d. In many situations, there is a need for co-ordination between the work of different kinds of "experts" working for the various state agencies and other kinds of organisations - both at the planning stage and at the stage of implementation.

e. Whether initiated by local people or by state agencies, local development planning and local development projects should both be matters for "negotiation" between the local people concerned and official agencies.

3. The animation function

a. If plans or projects are to be the subject of "negotiation", it is important that all the parties concerned are:

- aware of the issues involved;
- confident of their ability to fulfil their own role;
- in command of relevant technical and social skills.

b. We can distinguish four groups of people here:

i. local people affected by the project;

ii. local leaders concerned about the project and about the local community;

iii. technical experts involved in planning and implementing the project;

iv. bureaucrats and decision-makers.

Their learning needs will be different: the skills and knowledge they require will vary. Local people will need a knowledge and awareness of regional and national issues and of technical matters. Experts will need knowledge of the local community, its culture and its problems. All will need the skills involved in discussion and negotiation.

c. But who should animate whom and who should train whom? An element of mutual teaching and learning is desirable in this kind of situation.

d. Where specific education and training needs emerge clearly, it may then be appropriate to call on the services of a relevant institution to provide a training course (eg in hotel management or organising tourist facilities).

e. However, a specialist educator or trainer is not always needed. The functions of animation and of training may sometimes be carried out more appropriately by the technical experts involved in the scheme, or by local community leaders.

f. Nevertheless, adult educators and project staff from a number of countries affirmed the need for someone (whether an adult educator, or a local development officer, or a technical expert, or a socio-cultural animateur, or a group of people) to work with local populations in such a way as to promote their effective participation in planning and implementation of development projects and their ability to promote their own initiatives. (The alternative is for state agencies to impose development programmes on unwilling inhabitants or to ignore the local population and to "import" new residents to carry out a new project. This cannot often be desirable.)

4. The role of local development officers

There may or may not be new categories of staff appointed as local development officers. However, a number of tasks and responsibilities require to be undertaken by someone. Within the context of new adult education structures recently introduced on an experimental basis in Turkey the following responsibilities of planning and programming officers have been listed:

a. identification of ongoing and planned development activities in the target areas ...

b. assessment of the role of adult education in the projects ...

c. participation in the preparation and planning of development actions...

d. designing of educational or training programmes with alternative systems of delivery ...

e. mobilisation of personnel, materials and resources for the implementation of the programme ...

f. establishment of an effective communication system with the local population ...

g. organisation of educational support ...

h. participation in the evaluation of the impact of the programme ...

(Paraphrased summary from paper supplied by Miss Z Güney.)

In most countries, however, there is no formal co-ordinated structure relating adult education and development. The situation is very different, with the responsibilities pertaining to the role of local development officers remaining relatively ill-defined. Those engaged in the work may only find out the nature of the job and the problems associated with it by starting to engage in it. The job is a new job; problems will emerge as experience is gained. Perhaps it is not possible to anticipate many problems in advance. If this is true, comprehensive prior training before the officer begins work will be impossible.

5. Training for local development officers

Those performing the functions of development officers will be involved in training others, but will also themselves need training. Where the functions are defined clearly within a co-ordinated system, it may be possible to outline a rational scheme listing training needs or qualifications. The paper from Turkey (quoted under 4 above) lists the following requirements for such officers:

- a good knowledge of the economic aspects of the development process;
- thorough understanding of social organisation and dynamics;
- theoretical knowledge and practical experience in the field of adult education;
- knowledge of social psychology;

- social skills (ability to easily establish social contact);
- a wide range of interests;
- concrete knowledge of the region ;
- knowledge of the decision-making process.

Elsewhere more detailed training schemes have been prepared for adult education officers (and other specialists) working in the context of development programmes in the Third World (cf Adult Education Diploma syllabus and other courses on Adult Education and Development prepared by the Institute of Adult Education, University of Dar-es-Salaam, Tanzania).

6. Training - conclusions and recommendations

a. Training for local development officers should be mainly job-related (rather than academic or theoretical).

b. Most training should be provided on an in-service basis (after the officers concerned have acquired some experience of the job).

c. Officers should, as far as possible, define their own training needs, after analysing practical problems emerging during the course of their work. Such analysis of problems and training needs should be undertaken in association with other colleagues and with expert trainers or advisers.

d. Officers should be able to select their own training courses or packages from an "à la carte" menu - according to their own needs and priorities.

e. Training institutions and training specialists should be involved in analysing the working problems of development officers, should discuss them with the officers and, on the basis of these discussions, work on the development and/or adaptation of appropriate training materials and packages.

f. Training materials should be constructed on a modular basis so that they can be used in a variety of sequences.

g. Some training packages may be for group use, some for individualised use under the guidance of a tutor, and others for independent use on a distance learning basis.

E. GENERAL CONCLUSIONS

adopted during the last session

General approach

The seminar was devoted to initial study of the problem of links between adult education and local and regional planning. Its first result was therefore the stimulus of exposure to a variety of ideas and experiences. It was conceded that none of our countries, strictly speaking, had a properly constituted corps of local development officers with a clear status and function. But there was near-unanimity on the future need for and role of such officers, especially as co-ordinators. After wide-ranging discussion, it was agreed that a local development officer was anyone involved in co-ordinating the educational, social and cultural aspects of local and regional development with the economic and material aspects.

In general, the seminar recognised the fruitfulness of close collaboration in regional and local planning between economic and planning agencies and their social and education counterparts with adult education necessarily regarded as a full associate, rather than a mere device for adapting the workforce to planning requirements.

Co-ordination could be carried out by a development officer, a team of development officers or agencies of various types acting in a liaison capacity. Such co-ordination, where possible, would strengthen rather than eliminate the role of community workers. Nor was it always possible or desirable to draw too sharp a distinction between development officers and voluntary workers. In any event, development officers could never be foisted on voluntary workers from within the community or set up in competition with them.

Lastly, there was insistence on the value of suitable training in development and local and regional planning problems not only for adult educators, but also for elected representatives, non-specialist officials, the various categories of technician and all teachers in the locality or region concerned.

Recommendations for future work

It was concluded that education planning means and techniques should be devised and tested with a view to remedying, locally and regionally, the short-comings of the basic education system, as regards provision for the disadvantaged, sometimes actually rejected by the formal system.

It would also be sensible to categorise the various possible situations and the functions to be performed: eg mediation between local implementation of central government policy and the particular needs and aspirations of local communities; information, instigatory and advisory services to target groups, as well as information supply to institutions on needs not, or poorly, catered for; help with setting up co-operatives or alternative forms of employment.

Although it is probably still too soon to sketch in the content and type of training associated with these various functions, several specific proposals were made and will feature in the seminar report. In essence they involved:

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- basically practical training, accordingly emphasising in-service rather than prior training;

- flexible, "à la carte" training arrangements. The possibility of a "multi-media" training approach was mentioned.

Lastly, the discussion confirmed the importance of dialogue in this area between countries with long-established, highly developed adult education networks and countries where these networks are more recent or only now being set up. In particular, bringing the Southern European countries into the discussion was found to be of value not only to these countries themselves, but to the participating countries as a whole.

APPENDIX I

PROGRAMME

Wednesday 5 November

Morning - Welcome; general introduction

- Background to national planning and development policy in France
  Mr MACQUART (DATAR - France)

- Rural development, urban development: problems, interconnections, emergence of a new function: that of the local development officer
  Mr BROCHIER (ADEP - France)

Afternoon - four case studies (presentation according to outline appended):

1. an example of education policy in a foreign urban development context (Charleroi, Belgium)

2. an example of education policy in a French urban development context (city - Marseilles)

3. an example of education policy in a foreign rural development context (Mogadouro, Portugal)

4. an example of education policy in a French rural development context (Haute Lande)

One French example of a training programme for local development officers
Mr GIZARD (ADEP)

Thursday 6 November

Morning - Division into two work groups for discussion around the seminar topic based on a set list of questions.

- One group "rural setting"

- One group "urban setting"

Afternoon - Group work (continued)

- Preparation of group reports

Friday 7 November

Morning - Reading of reports

- Leading on from the previous day's work, plenary session for further discussion of selected topics, including recommendations on training provisions.

Afternoon - Summing up and discussion

OUTLINE OF CASE STUDIES

1. LOCAL CONTEXT

- Geographical description of area:
  - . municipalities - districts - counties
  - . land and land use (land and property policies)
- Total population and working population:
  - . sex - ethnic groups - age brackets
  - . distribution according to occupation and qualification level
  - . unemployment rate
- Trends (natural, migratory, etc)
- Dominant housing pattern
- Communications
- Economic activity:
  - . main sectors, secondary sectors
  - . scale of firms and farms structure
  - . commuting
- Political spectrum
- Special local features (open question)

2. LOCAL DEVELOPMENT

- Body (bodies) in charge of sectoral or overall development at the various decision-making levels (local, district, county, region)
- Groups mainly responsible for development projects (voluntary movements, groups of tradesmen, women's groups, neighbourhood committees, etc)
- If possible, indication of the extent of national and local/regional involvement in the local development schemes noted
- Regional or county studies/data on the area and bodies responsible

- Possibility of identifying particular development areas:

  . job-creating sectors (social work, crafts, stock farming, etc)

  . maintaining, creating or reviving local life, etc

- What are the aims (social, economic, community, etc) of the various development schemes noted?

- What are the main local obstacles to the setting-up and success of development schemes in particular areas of employment, local life, etc, and to their being communally run?

3. EDUCATION

Context

- school education provision
- institutions providing adult training
- main sections of the community concerned and types of training
- societies and associations

Education and development

- aims of the educational project in relation to local development
- description of the educational project (origin and instigator, institutional support, finance)
- strategies adopted and concrete achievements (inter-institutional links, target groups, content, etc)

4. DEVELOPMENT OFFICERS

- background
- role and responsibility
- training

APPENDIX II

BACKGROUND TO REGIONAL PLANNING IN FRANCE

Talk by Mr Macquart, Chargé de mission à la Délégation de l'Aménagement du Territoire et à l'Action Régionale (DATAR)

DATAR, created in 1963, is an inter-ministerial body which comes directly under the Prime Minister. Its function is to devise, instigate and launch the various policies calculated to help redress the balance between the various French regions. It accordingly has a triple responsibility, viz to make good regional disparities as regards infrastructure, jobs, incomes, etc, to aid regional development and to optimise use of resources (agricultural produce, forests, mineral resources, human resources, etc).

Its financial role consists in making initial and supplementary grants to permit the implementation of schemes which accord with its policy. For this purpose, it can also draw on public funds.

Roughly speaking, two main phases can be distinguished in French regional planning policy:

- Phase One: the emphasis was on national industrialisation. This period saw the laying down of the physical infrastructure needed for development (roads, motorways, industrial zones, airports, urban facilities, etc), as well as major investment in large-scale industrialisation (ports of Dunkirk and Fos, planning of major tourist areas).

  At the same time, there was industrial investment in regions with a large agricultural workforce under threat from the industrialisation of agriculture and whose out-migration had to be prevented lest it contribute to the anarchic expansion of Greater Paris. As early as 1967-68 there was awareness of the problem posed by rural areas in difficulty, and of the need to devise local development policies catering specifically for them.

  With the 1973 crisis began a period of transition, in which economic planning aspects took priority (greater allocation of resources for the industrial conversion of problem areas - Lorraine, the shipyards, the coalfields - the Grand-Sud-Ouest Plan, which is an attempt to produce a development policy embracing every sector of the economy).

- We are now at the start of a phase calling for a different regional planning policy, geared to growth of employment and reducing the foreign trade deficit. Investment is now a secondary consideration. A switch to stimulating the economy is needed, with two objectives:

  . to devise new means towards a more quality-orientated development involving better use of human resources, optimum use of energy, improving industrial finance networks, etc;

  . to tackle regional inequalities more effectively by taking local action to resolve each region's difficulties at whatever geographical level.

A P P E N D I X III

EMERGENCE OF A NEW PROFESSIONAL: THE LOCAL DEVELOPMENT OFFICER

Talk by Jacques Brochier

1. The various planning levels

a. National level: Solving the major development problems which arise at national level, notably as regards employment policy, foreign trade and restructuring the production apparatus, presupposed the setting-up of planning agencies along the lines of the Commissariat Général au Plan. Their purpose is to enable the state to perform its macro-economic regulatory function (influencing the economy, through economic, financial and social policy, in the shape of redistributions for social ends and of more direct action).

But in view of the difficulty of operating solely at national level, these agencies have had to regionalise their decision-making and structure : this was how DATAR and its decentralised structures were set up. A parallel development, in the face of the growing concentration of power, was demand at local level for a say in decision-making.

These two currents combined resulted in the setting-up of regional and local planning agencies.

Two levels of social and economic regulation emerged, one regional/ inter-regional, the other local.

b. Regional and/or inter-regional level: here discussion and negotiation with the state take place with a view to finalising development programmes, with some decentralisation of public resources (regional task forces, regional committees, regional public bodies).

c. Local level: in the last ten or so years, locations for the decentralised organisation of development have emerged as a combined result of popular demand and government policy. They deal with problems relating to housing, environment, employment near home, socio-cultural community work etc, more or less divided into separate issues, each more or less easy to deal with en bloc.

Examples of locations for decentralised instigation:

Origin \ Location	Urban	Rural
State	- OREAM (Office Régional d'Equipement des Aires Métropolitaines - public planning bodies and inter-municipal planning consortia - development agreements (medium-sized towns) - "Housing and Social Welfare" scheme, suburban scheme	Local development plans/ agreements: - plan d'aménagement rural - schéma de massif - contrat de pays
Local or municipal	- economic and social planning arrangements at town/city level - overall neighbourhood policy	- multi-purpose inter-municipal syndicates - various local committees: rural area committees, etc

2. Emergence of new professional functions

At these various locations new quasi-educational functions have emerged. All planning structures do in fact have a variety of jobs to perform:

- investigation and general analysis of development prospects;
- promotion of consensus between economic and social agencies, between authorities, and between authorities and economic and social agencies;
- assistance with the realisation of development aims and, more especially, with co-ordinating the involvement of public bodies.

Potential links between the new development planning functions and educational functions are evident at three points:

a. Organising working parties to specify developmental aims involves pedagogical skills; there has to be genuine group discussion, which calls for guidance in decision-making.

b. Once set, the operational goals have to be realised. Every option involves work on personal and collective capacities, and this requires training schemes (matching of training aims to development aims). Development planning thus entails a new raison d'être for the education apparatus (training in job creation, for example). This education planning is very different from the traditional sort, which is apt to be concerned with the school curriculum.

c. Within each and every agency, particularly at local level, training needs arise with regard to the officials directing these decentralised planning operations.

3. Emergence of new professional skills.

a. At national and regional level, there was a need for management with the ability to organise committees and regional planning groups, and employ macro-economic programming techniques. Most of these central planners come from the main branches of the civil service. But despite the rapprochement between the educational agencies and the "instigator-educators" of the economic development world there has so far been no systematic definition of the training objectives implicit in development planning.

b. At local level there are various categories of development officer:

- Professional technicians and instigators from specialist sectors (chamber of agriculture, chamber of commerce and guild officials, social and cultural facility managers).

- Responsibility for liaison between the various specialist local agencies rests with a second, new category of development officer associated with regional and medium-sized town development contracts and similarly co-ordinated structures: multi-function development workers. Their (extremely high level) multiple responsibilities are akin to those of the area's educators. Recruited for their acumen, their local roots and their familiarity with the machinery of state, they have substantial permanent training requirements (comparing notes, additional training, etc), as well as needing clarification of their status.

  The training they require must graft the new job skills onto those of the specialist administrator and educator; this multiple expertise is a true measure of the novelty of the new structures.

- The last type of development officer (who provides vital back-up for the first two) might be termed the "natural leader" of the community (association officials, leaders of more informal groups, social workers, etc).

A P P E N D I X IV

EDUCATIONAL EXPERIMENT AND LOCAL COMMUNITY: CHARLEROI COMMUNITY VENTURE (BELGIUM)

INTRODUCTION

FUNOC (Formation pour l'Université Ouverte de Charleroi) is a non-profit-making association, jointly presided over by the regional secretaries of Charleroi's two main trade union organisations and supported by the municipality. Founded in June 1977, it set itself two main aims:

first, to pursue contacts and negotiations with a view to setting up an open ("first chance") university in Charleroi, ie a university which would provide scientific, material and human resources for the purpose of education for workers and people with little schooling;

second, to create the right conditions on the ground for the university's development, notably by going ahead immediately with educational schemes in line with project thinking as well as numerous and large enough to demonstrate the practicability of the teaching methods and techniques decided on.

The educational venture described below therefore fits into a wider institutional framework and an economic and social context, details of which are in order.

1. The context

a. Economically and socially, the French-speaking area of the country, Wallonia especially, has been in general decline for several years. The source of Wallonia's prosperity, its mines and its heavy iron and steel industry, was also at the root of its decline. Closure of the mines and the transfer to the coast of the iron and steel industry had numerous, disastrous effects on the area: fewer jobs generally, loss of population - mainly young people - to other areas, an ageing community, dwindling capacity for innovation, housing and environmental decay, educational blight, etc.

This decline, accentuated by the present crisis, is generating ever more unemployment and human suffering. The working classes are most affected, and within them the young, women, immigrants and the less well-educated generally. For example:

- in 1974, one in four unemployed was under 25; today the figure is nearly 40%;
- in 1975, 79% of unemployed men and 68% of unemployed women had got no further than primary school.

These figures have remained amazingly steady over the last five years, despite various educational reforms.

b. The education system, despite efforts to democratise in recent years, continues to turn out an abundance of under-qualified labour, often lacking even the educational basics (1).

According to the most official figures, more than 40% of young people leave school with, at best, only a certificate of primary education. They are thus fated to swell the ranks of the unemployed, even if a few, by dint of enormous effort, contrive an "escape" via evening ("social advancement") classes.

Disappointed by their school experience and lack of prospects, many of them drop out, developing either violent tendencies or a steadfast refusal to accept social responsibility in any shape or form. The result is that the social, trade union and cultural involvement of this section of the community is scant, not to say nil.

Faced with these problems, progressive elements devised a scheme for a university, which breaks with current higher education structures and more directly serves working-class interests.

2. The aims of the open university

Part of a process of social struggle fought around and over it, the open university was assigned two key aims by its proponents:

- to democratise education;
- to help transform, with the means at its disposal, social relationships throughout society.

These two aims are closely interdependent. Democratising education is not just democratising access to it, though that is an important aim which is far from having been realised and has to be tirelessly pursued. Merely to widen access without challenging the institution's relations with society or giving any thought to its "end-product", amounts to incorporating within an elitist system some of those previously outside it, leaving the system basically intact. That is why democratisation of education also requires democratisation of society. The open university explicitly sets out in pursuit of that objective.

How?

a. By providing the working classes with a place for collective advancement and with genuine access to the resources of science and technology;

b. by providing comprehensive education facilities to cater primarily for adults with little schooling;

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(1) By educational basics, I mean:

- mastery of elementary techniques: speaking, reading, writing, counting skills, etc;
- acquiring the socio-affective balance to be independent;
- understanding the main mechanisms by which society works.

c. by giving course participants a clear picture of their place in the production process;

d. by colloborating with them on schemes to change their environment.

Stating these aims is one thing, creating a structure for their realisation quite another.

A project of this kind clashed with received ideas about higher education provision and was thwarted in the national political arena. The idea then arose of falling back on the regional level, where the political will to go ahead existed.

FUNOC therefore took over these broad aims and set about creating comprehensive education and research facilities, to which we now turn our attention.

3. Comprehensive education facilities

By comprehensive education facilities is meant:

a. facilities for analysing social relationships, so as to identify the objective educational needs of the working classes and, in the light of that analysis, provide courses designed to meet those needs;

b. facilities for analysing the working classes' subjective views as to their own needs, so as to devise packages tailored to the level of working class awareness;

c. course programming facilities which, while taking their cue from the present state of individuals' awareness, can gradually bring them to strive for the fulfilment of their objective needs;

d. information and publicity facilities to "sell" the courses available to the target audience, an audience which, let it be said, does not request this type of educational provision of its own accord;

e. teaching facilities enabling demand to be effectively catered for, processed and channelled into community action and remedial ventures;

f. tutor-training facilities turning out tutors specially equipped to work in this section of the community and able to provide community education geared to working class aspirations;

g. research facilities linked to the other facilities for the purpose of continous internal evaluation.

Setting up these facilities took time. Originating in a controversial scheme, FUNOC had endless difficulty winning recognition as a community education body. It was able, however, to count on the support of a few senior officials, through whom it was able to obtain funds for an action research project, which enabled it to develop its education activity. These difficulties created a novel situation.

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When a project is conceived, it is usual for it to be allocated substantial resources and to develop itself of a piece, by a process of collaboration primarily between the project leadership and prominent regional figures. In the present instance - uniquely - the first moves were at grass roots level. As something of a gesture of defiance and a shoestring operation, the project elicited a high degree of motivation and involvement from leaders, teaching staff and course participants alike.

4. Achievements

a. Analysis of objective and subjective community needs

The first part of the scheme to be set up was the research facilities. Although a unit of the scale needed for the project was not possible to begin with, it was nevertheless necessary, in the initial phase, to:

i. formulate the working assumptions on which the scheme would be based and with reference to which subsequent assessment would be possible;

ii. pinpoint, by thorough analysis of the economic and social context, gaps in regional educational provision and problems which courses could be devised to cater for, with the general aim of identifying the community's objective education needs;

iii. ascertain how the working classes viewed their own needs, so as to offer packages reasonably in tune with the level of community awareness.

This entailed conducting:

- a series of interviews with field contacts (January - May 1978), and

- a series of interview with the community (250 in all).

In the course of interviews often lasting two hours the interviewer would start from a battery of general questions, getting the interviewee to talk about his work, his leisure, neighbourhood life, the children, their problems at school, etc. Analysis of these interviews brought to light clear focuses of interest around which courses could be offered to the public.

b. Courses offered

After this initial assessment and analysis of the (mainly financial) constraints, courses were offered in:

- leadership training (running a working party, leadership technique(s) etc);

- health (first aid in the home, occupational diseases, etc);

- environment (towns: where have all the open spaces gone? What we really eat);

- speaking and writing skills (answering a job advertisement; approaching the boss);

- odd jobs around the house (fitting a socket, reading a circuit diagram);
- routine car maintenance (dirty plugs, broken fanbelts, etc);
- drawing for beginners (putting it down on paper, perspective, etc);
- education today (school and after, child-parent relations);
- the law (why am I paying more tax? Can the landlord put the rent up?, etc);
- photography for beginners (developing, taking better photos, etc);
- current affairs (understanding the news; newspapers: the whole truth?, etc).

Anyone who wanted to could suggest other courses, and other subjects (dressmaking, office routine, Italian, etc) have duly made their appearance.

c. The publicity drive

Publicity drives are vital to getting educational schemes off the ground, and remain so throughout, until such time as numbers are sufficient for courses to be self-sustaining. Their purpose is to develop a conscious awareness of objective educational needs. The working-class community is known to be difficult to reach by traditional means: leaflets are often thrown away, posters go unread, articles are hard to understand.

We were mainly looking to the individual and group interviews to get round these obstacles. In the event, results seemed at least partly to bear us out, since most enrolments were the result of a personal contact.

However, we are still in the process of experimenting and other publicity methods are being tested.

Since September 1979, for instance, monthly information meetings have been held on specific topics, eg filling in your tax return, insulating your home, arranging a cheap holiday, etc. These meetings are designed to be self-contained, putting over specific information, but touching on subjects liable to arouse interest in longer, more detailed courses.

Lastly, an audio-visual feature has been made and is frequently shown extra-murally at meetings held by various groups, associations and factories.

Efforts are being made to secure more active media co-operation, from radio and television particularly.

d. Educational provision

The educational facilities provided comprise three types of course:

i. courses designed to attract the public. These emphasise immediate usefulness, in order to capture the interest of a generally unmotivated section of the community;

ii. refresher courses, to enable students to acquire or re-acquire the educational basics;

iii. courses accompanying environmental action projects. They equip groups with the intellectual tools, the information and essential training to make a success of projects.

Pedagogically, every effort has been made to eliminate obstacles, whether practical or psychological: tuition is free, times are arranged to suit each group, child-minding facilities are provided, the location is central and the building designed for participants to feel at ease in.

Instruction is on a group basis; each group is taken by a tutor and sometimes a leader as well.

Twenty-hour modules are usual; they can be shorter or run together, as the participants wish. Light modules were opted for in view of workers' insistence on knowing exactly what they are taking on.

All too often, where no time limit is set, those having to miss classes or drop out for personal reasons are at a loss as to how to go about it. Moreover, a basic unit is necessary for defining an educational aim, in terms of assimilating a given body of knowledge and learning how to apply it.

e. Tutor-training

The target audience, the high degree of flexibility needed in assembling groups and choosing study topics, the learning approach based on assisted group self-teaching, the sustained concern for the concrete day-to-day problems of the community, the need to build on previous experiments, call for tutors highly competent in their own field, interested in the groups in their charge and thoroughly acquainted with the project aims.

Tutors endowed with these capacities are few and far between. Wherever possible, the policy is to use local people competent in one of the subjects dealt with, for the sake of maximum liaison between staff and community.

Recruiting staff locally means accepting that, to begin with, some of them will be insufficiently acquainted with the project and adopt a conventional teaching approach.

To counter these problems, the need for a substantial commitment to tutor-training is obvious.

So far, action to produce a corps of suitably equipped tutors has been of two kinds:

i. there are leadership training modules for anyone local and with a specific ability (as opposed to diploma) wanting to lend a hand with the courses;

ii. paid in-service training with the accent on practical methods analysis is provided. It takes the form of monthly evaluation sessions, at which tutors and leaders together assess their activities, analyse group performance, seek to improve their techniques and learn about the programme as a whole.

In early 1981, these arrangements will be complemented by a series of 10 unit/credit training modules of 40 hours each.

5. Some current problems

Implementation raises a number of interesting problems. Aside from the political and financial problems already noted, the following difficulties are worth mentioning:

a. Putting the message across: how is the huge reticence of the poorly educated about their needs to be overcome? Despite drives to interview the community and the use of traditional publicity methods, despite the efforts to give working people with a great many family responsibilities access to education, despite teaching approach tailored to the target audience, we are still definitely not getting through to everyone.

b. Handling demand: once the audience has taken the "bait" of the car maintenance or dressmaking courses, how is its range of interests to be widened? The answer frequently given, that it is the tutor's job to stimulate demand, is an over-simplification. That would entail giving a great deal of thought to teaching methods, since the clientele for car maintenance and dressmaking is not expecting to do French and law. Doing them may cause attendance to fall away. Not doing them means sticking to one type of education and failing to achieve the aims initially set.

c. Lastly - and this is possibly the major problem - how is a lifetime's making-good and catching-up to be accomplished by means of necessarily non-intensive courses? And how is it to be done without creating an even deeper sense of failure?

APPENDIX V

ZUP (1) No.1 (Marseilles) TRAINING SCHEME (FRANCE)

A rehabilitation scheme has been under way for some three years in ZUP No. 1 north of Marseilles. The aims of the scheme are, firstly, to make good the architectural and technical short-comings of the construction methods used when the estate was built in the 1960s, the rapid wear of the materials used, the inadequacy of maintenance since the beginning, the extensive damage to buildings caused by vandalism, the lack of community facilities of all kinds and of green spaces; and, secondly, to try to structure the neighbourhood's social fabric more firmly by means of specific action aimed at the local residents. This action has included expanding social welfare policy, promoting cultural activities, encouraging sport (with the provision of new facilities), reading (with the opening of local libraries), paying special attention to various individual sections of the population (unemployed young people rapidly becoming social outcasts, children of second-generation migrants, old people, women), emphasis on reception arrangements and counselling (in connection with housing, dealing with the authorities, finding jobs, information on training, used and adaptation of community facilities, etc) and, lastly, education.

One of the main characteristics of ZUP No.1 is the residents' low level of education, the high proportion of school failures and early school-leavers; as a result, the jobs of most are unskilled, poorly paid, with growing numbers - owing to a shrinking labour market - in highly precarious temporary jobs.

To cope with this situation a brains trust was set up in the Departmental Administrative Unit responsible for the ZUP rehabilitation programme forming part of the "Housing and Social Welfare" scheme. This brains trust was made up of (town or county) coucillors, representatives of departmental or regional authorities with responsibility for vocational training, employment, social welfare, cultural activities, adult education, associations and training personnel.

The group set itself the task of charting a course for educational measures geared to the needs of the neighbourhood and organising corresponding training courses.

The courses planned or already started include:

- pre-training courses for unemployed young people, unemployed adult migrants and women without jobs;
- vocational training courses to train general-purpose workmen for the building trades, with the prospect of practical experience on the building rehabilitation schemes due to be started shortly in the neighbourhood;
- training courses in preparation for job creation in the ZUP: these comprise an innovatory scheme aimed at establishing workers' production co-operatives and also at taking advantage of the community-benefit jobs procedure (Ministry of Labour, Employment Unit).

(1) ZUP = Zone à urbaniser en priorité (a form of urban overspill development)

Training will be organized as follows:

- a period of training/preparation for the new jobs (6-8 months);
- simultaneously, negotiation and establishment of the legal, physical and accounting framework required, including raising additional finance;
- after an initial training period, launching of production, with continued training.

The proposed new activities are a mixture of the productive, less productive and non-productive. Virtually all are on the borderline between business activities and ordinary social services and are conditioned, firstly, by taking care not to compete with existing operations and, secondly, seeking to meet an unsatisfied need among ZUP residents.

The planned activities include:

- electrical appliance repairs (5 jobs),
- dressmaking/alterations (5 jobs),
- shoe repairs/skin and leatherwork (5 jobs),
- paper and glass collection and recycling (8 jobs),
- public letter-writers (4 jobs),
- mothers' helps (10 jobs),
- public laundry (5 jobs),
- extra tuition for schoolchildren (5 jobs),
- manufacture of natural energy collectors (10 jobs).

Training related to socio-educational and cultural schemes

The ZUP's various health, social and cultural services feel the need to back up their normal activity with periodic intensive schemes on topics of concern to users.

The courses provided can be short and can be organised in conjunction with various existing training centres and facilities.

Possible types of training include:

- training and action programmes related to themes such as early childhood, sex education, family planning, drugs;
- training related to clubs and associations;
- training related to school, helping parents keep up with their children's education;

- training related to the environment, training for participation, decision-making in connection with the planning and rehabilitation of the neighbourhood.

The aim of the programme as a whole is to improve all the residents' access to knowledge, to focus education on responsibility and on a project for developing socially useful job-creating activities and, more broadly, to give this overspill neighbourhood an attraction it has long lacked because of its bad social image. Needless to say, it has little chance of achieving its aims unless it is accompanied by complementary measures.

APPENDIX VI

INTEGRATED CULTURAL DEVELOPMENT AND PERMANENT EDUCATION PROJECT IN THE REGION OF MOGADOURO (PORTUGAL)

1. The local setting

Mogadouro is a small town in the district of Bragança, situated in the province of Tràs-os-Montes and Alto Douro. It is a mountainous inland region with a rugged landscape and granite-type soil. The region has always been isolated, neglected, poor and deprived because of the poor soil, the system of land ownership (small individual holdings) and old farming methods that are unamenable to innovation and mechanisation. Further characteristics are the lack of access roads and communications and emigration (domestic and international), which appeared from 1960 onwards as the only alternative to slow-moving local development.

Nearly all the men under 50 years of age have left, and this explains why the population declined by 24% in the period 1960-70. In 1978 the district had a population of 193,000 with a density of 25 inhabitants/km^2. The municipality of Mogadouro has a total population of approximately 17,000 including the town itself, 28 "freguesias" (parishes) and a few small isolated localities scattered about the mountains and valleys.

The population works mainly in stock-farming, agriculture and public services. In 1970 the primary sector accounted for 71.2% of the working population, the tertiary sector 20.3% and the secondary sector only 8.5%. The farming is nearly always subsistence farming for reasons connected with the land-use system, the shortage of processing and cold-storage facilities and the lack of guaranteed outlets and adequate transport and roads for the disposal of goods. The mining and processing industry is virtually non-existent although there are some iron ore mines at Moncorvo. Craft activities are also on the decline.

2. Local development

Mogadouro falls within the purview of the co-ordinating committee for the northern region of the country. The committee is represented in all projects and has drawn up "guidelines for a development strategy in the northern region". Financial support from the World Bank and the European Community is channelled, at least partly, through the committee.

Some ministries, ie social affairs, labour, agriculture, commerce and tourism, transport and housing, have branch offices in the district and in the town itself and have drawn up plans in their particular sectors. Self-help organisations and co-operatives are also to be found at local level.

The economic development of the region focuses on two main areas of activity: on the one hand, modernisation and mechanisation of farming and, on the other hand, promotion of industrial development and the provision of roads, communications and utilities.

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3. Education and development

i. Education

The region is educationally deprived. The illiteracy rate is 37%. The number of schools of all levels is very small:

- primary: 49 (540 in the district)
- preparatory cycle: 1 (15 in the district)
- secondary: 1 (8 in the district)
- higher: none, the nearest being the Polytechnical Institute of Vila Real and the University of Minho in Braga.

Adult education is the responsibility of the Directorate General of Adult Education (DGEA) which promotes literacy work, basic education, and adult education in general through its regional offices.

ii. The integrated cultural development and permanent education project

In view of the social, economic and cultural situation described above, and in the absence of integrated development plans, the Mogadouro authorities were prompted to submit a proposal for action which the DGEA undertook to carry out.

The Mogadouro project was started up in October 1979 as part of the national literacy and basic adult education plan. The objectives are concerned partly with the population (identify needs according to an integrated regional model, provide a suitable overall response, secure the participation of all the sectors and services operating in the district and in the town, as well as that of the population, and set up permanent local facilities - cultural and permanent education centres). Other objectives are more closely related to the experimental nature of the project (develop integrated models and strategies for action among populations having specific characteristics, develop models of organic regional adult education systems, analyse the role of a cultural and education project in the economic development of a region, define the role of vocational training and specify how leaders/instructors should be trained to work as agents of integrated development).

a. The starting-up period

Teams of six fieldworkers (one full-time and five part-time) were set up locally to implement the project. They began by conducting a survey of the needs of the population, endeavouring to respond immediately to the needs identified.

Three months later the size of these local teams was increased to 32 persons (2 in the co-ordinating team and 30 in the field). The DGEA provided technical and educational method support and a grant of 1,400,000 escudos. The local authorities and other government bodies also contributed to the implementation of the project.

A co-operation agreement was signed between the DGEA, the local authorities and the Mogadouro cultural centre to ensure proper integration of their activities.

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In the starting-up period the project's initial objective was to encourage the establishment of associations - and future culture and permanent education centres - as potential local facilities for adult education.

b. Future prospects

After the overall assessment of the starting-up period, one of the project's aims is to extend the programme to all the "freguesias" and the different localities within the municipal area. Furthermore, the programme of activities for the period ahead already includes a vocational training component which will be implemented in conjunction with other authorities.

With a view to further integration of the programme, the above-mentioned co-operation agreement will be revised and extended to the local health services. Other departments are expected to join in as the year advances. The agreement accords great importance to the setting-up of bodies to manage the project: management must be participatory and provide a working knowledge of democratic practice. The experiment is scheduled to last two years.

The project staff has been recruited among primary and secondary teachers, social workers and, to a great extent, among citizens who, because of the functions they perform in society, are the most effective agents of development.

The activities undertaken as part of the project break down into four major fields:

- literacy and basic adult education:
  - 4th class level,
  - preparatory cycle,
  - libraries/encouraging reading,
  - health and hygiene,
  - agriculture;
- pre-vocational activity:
  - crafts centre/school,
  - development of local tourism,
  - development of the local food industry,
  - vocational and pre-vocational training in the fields of health care, agriculture etc;
- culture;
- associations.

There are currently two broad approaches to the training of leaders as agents of local development, although their content may vary:

- pedagogical training which is the same for all the project leaders and staff. It comprises:

. an introduction to the problems and basic principles of adult education, permanent education and integrated regional development,

. methods, techniques and instruments of adult education and literacy work (surveys, cultural and socio-economic studies, group dynamics, encouraging reading, library, expression and communication, production of printed and audio-visual teaching materials).

This training takes the form of inclusive units (intensive training courses), weekend meetings, continuous assessment sessions and self-directed learning;

- vocational guidance, also for all leaders, adapted to the specific activities in which they are involved, the types of problems and needs, and also the resources of the locality in which they are active: in the fields of agriculture, health care, marketing of products and tourism.

APPENDIX VII

HAUTE LANDE (FRANCE)

1. LOCAL CONTEXT

Haute Lande,

in the heart of the Aquitaine Forest Massif
(1 million hectares):

3 départments with a total of 14 cantons (Landes 8,
Gironde 4, Lot-et-Garonne 2),
ie 600,000 hectares.

Population (1975): 66,678

Average population density: 11.2 inhabitants per km^2;
- less than 5 per km^2 in 2 cantons;
- less than 3 per km^2 in 16 municipalities.

Working population (1975): 23,775
- Primary sector: 19.13%
- Secondary sector: 44.93%
- Tertiary sector: 35.94%

Annual drop of 1.73% (1968-75)

28% of working population female
38% young people under 35

Very poorly qualified.

Net natural movement/migration (1968-75):

Net natural movement:	-0.31%
Net migration:	-0.26%
Total movement:	-0.57%

Housing pattern

Scattered villages, few built-up areas.

Large distances (10-15 km) between villages (accentuate isolation).

Housing scattered, in isolated forest districts; property almost wholly taken over for second homes.

Housing problems for local population.

Economic activity

Linked to local resources (forests):-

agriculture (maise)	secondary sector
forestry	construction
timber products	metallurgy

Scale of industrial operation:-

94 firms	4,285 employees
75 firms	10-49 employees
19 firms	50-100 employees

Agriculture:-

2,700 farms	AAU 58,000 hectares
54% of farms	average area 5 hectares
37% of farms	10-15 hectares
9% of farms	119 hectares

Different types of operation:-

Family-run farms originating in share farming (obsolescent).
Large-scale agriculture (maize).

Political leanings

Municipalities:	left-wing majority
County (département) council:	left-wing majority
Member of Parliament:	Socialist

Special local features

Sparsely populated; elderly community;
40% of population over 50.

2. LOCAL DEVELOPMENT

The impetus for the local development venture originated with CELAG (Comité d'Expansion Local), an association of councillors presided over by the local member of parliament.

The regional authority stepped in with a fact-finding mission to draw up an Haute Lande development plan.

Backing is forthcoming under the regional development ("contrat de pays") (1) policy.

For the purposes of the national Plan Grand Sud Ouest scheme, Haute Lande is classified as a vulnerable area; FIDAR (2) involvement.

European Community action will be requested shortly by Aquitaine region; ERDF involvement.

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(1) Ad hoc development agreement between central government and regional body.

(2) Fonds interministériel de développement et d'aménagement rural

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Impetus for economic development comes from local councillors, associations, the regional nature park and its management, economic development officials (technical advisers) from the chambers of trade, commerce, industry and tourism.

In the drawing up of the development plan, a great many investigators were deployed across the widest possible range of sectors of activity.

These general studies, which determined the assets in hand, gave way to more specific, more searching technical studies of concrete scope for economic development.

Cabinet TEN (Neuschwander) opened up several new avenues for economic development based on local resources.

The main development projects concern:

- AGRICULTURE: support, development (land reclamation); productivity; water engineering scheme.
- INDUSTRY: upgrading; creating additional timber-based added value.
- CRAFTS: training schemes for craftsmen in wood. Training centre for craftsmen in wood; architecture and design competition; economic and technical study; marketing.
- COMMERCE: maintaining the commercial network with a view to minimum services and facilities. Setting up new outlets with local authority co-operation; advice; training.
- TOURISM: developing accommodation and facilities; holiday village; country cottages; hoteliers' associations; tourist information centre; creation of tourist products.

Development sectors

Making the most of local resources involves exploiting:

forests (timber, scrap);
rivers (fish farming);
agriculture (processing);
geothermal resources.

Timber products: setting-up of two new timber mills employing new processes for new products (GROUPLAND, ESCOBOIS).

Creation of five 100-tonne fish farms annually; marketing by producers' association.

Exploiting forest residues and pine-tops; scheme to create agricultural processing plants (potatoes, maize, pig-meat).

All these products and achievements stem from regionally-backed local initiatives

3. EDUCATION

Context

Primary and pre-school:

23 municipalities no longer have a school;

31 municipalities now have only a single-class school;

25 municipalities have schools with one or more infant or nursery classes.

Secondary:

6 CESs: Saint Symphorien,
Labouheyre,
Morcenx,
Roquefort,
Gabarret,
Mézin.

Lycées (none in Haute Lande itself) on the far periphery.

Agricultural colleges:

One at Sabres

No further education facilities in Haute Lande.

Education and development

If education and development are closely linked, the extent of Haute Lande's handicap is apparent.

Equally, however, education and development are the prime concerns of the development officers and local officials.

The various community ventures involving councillors, trade or professional organisations and the local population were preceded by motivation campaigns or training.

Some examples:

Planning and development training for groups of craftsmen and traders with a view to active participation in "contrat de pays" regional development policy (Chamber of Commerce, illustrated information brochure, help from ADEP, involvement of outside bodies).

Training for craftsmen in wood:

- Establishment of a training centre to develop craft skills involving the use of maritime pine timber.
- Economic/technical support: furniture design and manufacture; marketing (Chamber of Trade, Ministry of Trade and Craft Trades, regional nature park).

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Training for councillors with a view to improving exploitation of local financial resources (Federation of Nature Parks, Haute Lande AIRIAL, FIDAR, Plan Grand Sud Ouest).

Training course for local development officers on "contrat de pays" regional development policy and rural development (12 days, ADEP/Aquitaine regional authority).

4. LOCAL DEVELOPMENT OFFICERS

A development plan which was drawn up made provision for recruitment of technical officers in a large number of different fields, to work exclusively within Haute Lande (technical officers for industry, commerce, crafts, agriculture).

This group of local development officers set up a team providing genuine inter-institutional links, and laid down priorities for action.

Economic development officials: in conjuction with trade or professional associations, these various technical officers have propagated initiatives and ventures, which are being funded through the usual central government channels or through FIDAR.

Recruits from the various commercial bodies and other local insitutions such as the regional nature park, Haute Lande's economic development officers, in collaboration with ADEP, have stimulated demand for courses, which has resulted in a regional local development officer training scheme

APPENDIX VIII

INVOLVEMENT OF ADULT EDUCATION IN LOCAL DEVELOPMENT SCHEMES (TURKEY)

The problem of a deeper involvement of adult education in the process of the socio-economic development in Turkey, after rather unsuccessful results of the community development programmes launched in the fifties, gained special importance in the 3rd and 4th national development plans (1973-77 and 1978-82 respectively). The 3rd national development plan laid main emphasis upon the increase in the general education level in rural areas undergoing a rapid process of modernisation of agriculture and upon launching of adult education programmes enabling the population to adjust more readily to the accelerated industrialisation and urbanisation of the country. The 4th national development plan, in the critical assessment of the preceding plan achievements, noted that adult education still does not fully respond to the learning needs provoked by the process of economic development and changes in the structure of the society. The plan explicitly requested the launching of a wider range of economic, technical and vocational programmes especially for under-schooled and untrained youth and young adults as well as the introduction of programmes which would facilitate the process of economic and social change in concrete communities or large areas. This led to a re-assessment of the whole work of adult education in the country and to a search for new approaches towards a closer linkage of adult education with the requirements of the economic, social and cultural development at national and local level.

1. Organisation of adult education

At present, adult education in Turkey is conceived as an extension of educational opportunities to all people who either could not benefit for various reasons from the formal education or who, driven by their specific life circumstances, intend to perfect or enlarge their knowledge or skills in specific areas of their interest. At the same time, it serves the objectives of national education required by the society for all its citizens. It is carried out both within and outside the formal educational system.

Similar to other countries, adult education in various forms is being carried out by a variety of governmental bodies, national institutions and voluntary organisations. At the ground level, adult education is provided in the form of on-the-job or in-service training by industrial or commercial enterprises or in the form of short-term training courses by such national institutions as trade unions or national centres for co-operatives. Several economic and social ministries provide adult education in the form of extension services for agriculture, handicrafts and health. In the field of industry and labour affairs, special training centres for vocational training of adults, especially of migrants to towns, are established. Voluntary organisations are mainly involved in the preschool education and social and basic education.

The overall responsibility for the adult education policy and development, according to the Fundamental Education Law of 1973, rests with the Ministry of National Education. The ministry itself, within the framework of formal education institutions, organises evening schools and courses for all people intent on completing or enlarging their formal education and for higher education it operates an institution for distant learning. Outside the formal education framework, the ministry created a large network of popular education institutions covering the whole country. At the central level,

the network is managed by the General Directorate for Extension of Education in co-operation with the General Directorates for Technical Education for Boys and Girls. At the regional level (provinces), special Popular Education Units in the Provincial National Education Directorates are responsible for the planning, organisation, administration and co-ordination of popular education activities. These activities are being carried out by the Popular Education Centres established in practically all districts of the country (in 640 out of 672 districts) which serve directly the locality, usually a town or city, where they are situated and indirectly support the work of Education Rooms established in several hundred village communities. Several hundred other rural communities are served by travelling instructors. Besides the Popular Educaton Centres, the districts are served also by independent Practical Crafts Schools for Girls and Industrial Crafts Schools for Boys providing non-formal training courses for young people.

The Popular Education Centres, Crafts Schools and travelling instructors provide a wide variety of courses: literacy, child care, nutrition, family planning, handicrafts, pre-vocational and vocational courses, technical training, commercial education, etc. At the same time, they provide opportunities for the development of different art skills: music, dance, drama, etc.

Every year, the network covers more than a quarter of a million people, predominantly women, by its activities.

The analysis of the work of this network has shown that, to a large extent, it operated outside the local or regional economic and social development efforts Although it served tangible learning needs of the local population, it nevertheless started to assume the character of a schooling facility; rigid in the scope of its programmes, school-like in the system of its work and lacking the necessary interaction with the community and its different institutions. The reasons for this situation are attributed partly to the poorly clarified role and functions of adult education in the development of the country and to the inadequacies of its management.

2. New adult education policy

In the period 1977-78, the Ministry of National Education attempted to redefine the role of adult education in national economic and social development and devise new policy and forms for its management. The main problem was how to find the optimal ways for integrating adult education with concrete development efforts. The national development plan document proved to be of rather little help in this respect. The formulation of the development objectives and specific targets was given in general and global terms and their realisation by concrete projects left to individual ministries. Turkey does not yet possess a National adult education board which would enable an exchange of information on concrete development projects requiring an educational component and co-ordination of activities. It was impossible, except for the definition of priorities in terms of main target areas, populations and kind of programmes, to define more specific tasks for adult education at the central level. And, as the system of regional planning was only then experimentally introduced in selected provinces, it could not provide much assistance to either. This led the ministry to seek the integration of adult education with development activities at the local/district level where the development undertakings assumed more concrete forms as specific projects generated from outside or by spontaneous efforts of local population. It was assumed that at the local/district level it would be much easier to evolve a large variety of educational actions linked with the development which would clarify the potential role and functions of adult education in this respect.

The first consequence of this approach was a progressive decentralisation of the action research, programming and planning activities from higher to the local/district level. The new temporary statute of the popular education centres introduced in 1979 provides them with greater freedom of action in this field. The second consequence was the establishment of a district planning and co-operation committee in each popular education centre, composed of local representatives of different economic and social establishments (governmental as well as private), local administration, voluntary organisations and natural community leaders. The main task of this committee is to identify the local priorities for adult education, main domains of activities, forms and methods of co-operation in development actions with other institutions and evaluate the effectiveness of centres' work. The new statute provides also for the creation of specific action groups for local development schemes enabling active participation of people directly concerned with these schemes.

The above-mentioned measures necessarily involved changes in the organisational structure, methods of work, manning and training of staff of the popular education centres. In the past, these centres operated more or less like a school with a director, administrative deputy, training manager and trainers. The programmes for courses and their curricula were determined by the ministry. The work of instructors consisted only of teaching in established courses and the main criteria of the evaluation of work done was number of courses, participants and those who completed the courses. The new conception of the work of the centres, however, required specialised personnel able to identify the learning needs emerging in the process of development, link the work of the centre with different schemes of economic or social development, prepare adequate educational and training programmes and systems for their delivery on the basis of locally carried out action research and be able to organise the field activities in close co-operation with other organisations and with the widest possible participation of local population. At the same time, the new conception envisaged a substantial change in the composition and character of the educational staff of the centres. Until recently, the centres employed mainly permanent instructors and made very little use of part-time instructors. This naturally restricted the range of offered programmes and, as the majority of permanent instructors were mainly married women, this reduced the action radius of the centres due to their limited availability. Practically all of the centres' staff was recruited among primary school teachers (administrators) or among crafts teachers trained primarily for formal education institutions. This represented a serious constraint for the implementation of the new policy, especially as the introduction of innovative approaches in the teaching-learning process were also envisaged.

The new conception required a new organisational structure for the popular education centres in which appeared three new functions, namely an officer for planning and organisation of field activities, an officer for programme development and evaluation and the function of programme animators and/or organisers. The last function should be fulfilled by instructors qualified in the technical specialisation required by the programme and trained in the techniques of animation and programme backstopping. The officer for the programme development should be responsible for the development of the required learning materials and aids, training of instructors for the new programme and formative evaluation of the programme. The functions of the officer for programming, planning and organisation of field activities pertain especially to the involvement of the popular education institutions into activities which directly or indirectly serve the local economic development and social improvement projects.

3. Officer for programming, planning and organisation

The preliminary statute for the popular education centres defines the responsibilities of the officer for programming, planning and organisation of field activities as follows:

a. identification of on-going and planned development activities in the target area undertaken by different organisations or required by local population in co-operation with the members of the District Planning and Co-operation Committee;

b. assessment of the eventual role of adult education in the identified development projects or actions (scope and forms of its involvement);

c. participation in the preparation and planning of developmental actions since their inception or organisation of local action groups for realisation of educational programmes with expected impact upon local development;

d. designing of educational or training programmes with alternative systems of delivery especially from the cost-effectiveness point of view and definition of main indicators for the evaluation of the economic, social or cultural impact of the programmes;

e. allotment of available and mobilisation of additional personnel, material or financial resources for the implementation of the programme; securing of economic or other incentives for participation;

f. establishment of an effective communication system with local population (reference persons, activists, use of traditional or modern media of communication);

g. organisation of the educational support provided by the popular education institution, and

h. participation in the evaluation of the impact of the programme by responsible institution and its participants.

There are some other tasks to be performed by this officer in co-operation with the staff of the centres such as extension of the adult education in rural areas, establishment of co-operation with research institutions, etc.

As far as the qualification requirements for this function are concerned, a good knowledge of the economic aspects of the developmental process, thorough understanding of social organisation and dynamics, solid theoretical knowledge and practical experience in the field of adult education and social psychology are considered as important. The personality characteristics of such an officer are considered as being no less important: easy establishment of social contact, wide range of interests, solid acquaintance with the region and with the decision-making process, social prestige in the communities, etc. However, at present, persons with such qualifications and personality characteristics are scarce.

For this reason, the Ministry of National Education envisages the creation of a special training institution linked with the Institute of Non-Formal Education which could prepare the required specialists for adult education in a relatively short time. The trainees are to be selected from amongst the most qualified existing staff. The training should consist of a combination of correspondence courses, periodic tutorials and realisation of concrete field projects under professional guidance and supervision. In the long-term, these specialists are to be prepared in post-graduate courses organised by universities in Ankara and Istanbul.

4. Experimental testing of the new conception

The new conception of adult education work, especially as far as the involvement of adult education in the local development schemes is concerned, had to be pre-tested in concrete field conditions. For this reason, the Ministry of National Education launched at the beginning of 1980 the project of "Experimental Popular Education Centres".

In each of the eight main economic regions of Turkey, a popular education centre was selected. The criteria for the selection comprised such aspects as the achieved level of economic development, intensity of developmental activities, urban or rural character of the district, existing infrastructure, cultural specificities, number and qualification of existing educational staff, etc. The aim was to obtain highly differing but, for the country as a whole, typical economic, social and cultural settings for experimentation.

In each of the experimental centres, a project working group was established out of the existing or newly recruited staff responsible for all the envisaged functions in the new organisation of the centres. The working groups are guided in their work by the objectives of the project stated in the project document and assisted in their work by a mobile team of experts of the General Directorate for Extension of Education and the Institute of Non-Formal Education. A greater freedom in selecting the optimal ways or methods for the achievement of the stated objectives is accorded to each working group.

The main objectives of the project are:

a. finding out the optimal ways either for involvement of the popular education institutions in local development schemes or for initiation of such schemes in co-operation with differently composed planning and co-operation committees and with different interest groups in local population;

b. testing of different methods for the identification of local learning needs with impact upon local development;

c. experimentation with various forms of direct participation of local population, its different socio-professional groups, in designing and implementing educational programmes;

d. identification of specific tasks in the work of different officers and the instructors which are necessary for efficient programming, planning and organisation of adult education;

e. testing the capacity of local staff to design new programmes, prepare needed learning materials and aids, devise alternative systems of programme delivery and adopt innovative approaches in the teaching-learning process so as to devise necessary corresponding staff training programmes;

f. test the possibilities for initiation of income generating training projects and necessary support needed for their implementation (feasibility studies, market analysis, etc);

g. simplification of the administration of the centres.

A detailed record on the work on each objective is being kept and evaluated during the periodic visits of the mobile team.

The project is only in its initial stages and it is too early to draw any conclusions about its results. Still, the work carried out so far shows that there is much greater potential in the local staff than originally assumed.

ANNEXE IX/APPENDIX IX

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LIST OF PARTICIPANTS

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